

# CHILD WELFARE LEAGUE OF AMERICA, INC.

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## BULLETIN

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### Full Employment and Child Welfare

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*At the request of the Child Welfare League, Loula Dunn, Commissioner, Alabama Department of Public Welfare and Vice-President, Child Welfare League of America, in the following article directs the particular attention of child welfare workers to the stake children have in full employment. At one of the hearings on S. 380, a bill to establish a national policy and program of full employment, Miss Dunn testified before a sub-committee of the Senate Banking and Currency Committee, at which time she discussed the social effects of economic insecurity and unemployment.*

WE are coming to recognize universally that culture, the brotherhood of man, the good way of life, all rest upon the foundation of daily bread. It is as a member of the family that the child begins to explore the world, and the continuing existence of the family rests upon its livelihood. Only as livelihood is assured do the members of the family have opportunity to enjoy the positive values which flow from family life. And, as food, shelter, and clothing for the individual are assured by the livelihood of the family, so are public safety, schools, health protection—all the advantages of civilization—assured by the livelihood of the community.

We are emerging from a four-year period when work was plentiful and workers were scarce, when families in many instances accumulated bank deposits and stored earnings in war bonds. Are these evidences of family ambitions for security, for better living conditions, for more educational opportunities for children

to be lost because the nation is unable to prevent a cycle of mass unemployment?

Out of their unforgettable experiences in working with children during the depression years, child welfare workers know full well the social effects of economic insecurity and unemployment. They have firsthand knowledge of individual reaction at the grass roots to unemployment on the one hand and full employment on the other. They know how quickly children are affected when the family income falls below ability to purchase the basic essentials of decent living. Full employment is associated in the year 1946 with such imposing terms as "free competitive economy," "industry as well as employees," "levels of

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employment," and a variety of phraseology related to over-all economy. Are we failing to see the trees and glimpsing only the forest in the midst of this maze of phraseology? A more realistic approach by the child welfare workers to the social cost of unemployment

will help swing the pendulum of the country's thinking to the end that we shall not face again a period of large-scale unemployment.

The causes of unemployment may change from generation to generation, but what insecurity and the fear of insecurity do to men and women is unchanging. The depression of the thirties is too recent for child welfare workers to have forgotten the devastating effects, physically and psychologically, upon children who were ill-fed and insecure, upon men who searched hopelessly for work, and upon women who faced the unpaid grocer.

Unemployment is less dramatic and less violent than war, but it is an equally effective destroyer of human values. Unemployment, too, attacks the flesh through hunger and poverty, and its damage to the human spirit is irreparable. Measures of relief may be devised to allay hunger, but there is no relief measure in the world that can compensate an able, willing individual for the humiliation and defeat that come when there is no place in our economy for his labor.

It is superfluous to say that the toll of unemployment is high, that the cost of unemployment is great, and that the dangers of loss in human values as a result of unemployment are serious. The cost to individuals cannot be measured in terms of dollars and cents nor by such concrete examples as poor houses, poor health or ragged clothing. Unbalanced diets, unheated homes, improper sanitation, and mental depression are problems in themselves and produce tragic results when they exist over a long period of time. In fact, the results that remain may prove even more critical than the immediate problem. There were those who said men and women didn't want to work in the twenties and early thirties. Could that have been true when these same men and women, by "blood, sweat and tears," won our victory at arms?

Already there are lines in front of some employment offices. Where this is true, there is raised the fear of mass unemployment. Applications for aid to dependent children grants from mothers formerly employed in war industries are increasing. A report from a child welfare worker in a Southern state includes this poignant sentence: "There exists in the heart of the unskilled laborer a fear." If the savings of individual families during the economically lush war years are now to be exhausted for the bare essentials in order to prevent starvation, to guarantee being under a roof, and to secure clothing, then indeed will the American standard of living suffer a shock. Only as family income permits equanimity and stim-

ulates future planning can a decent standard of living be maintained.

The nation cannot afford to see again ten million persons unemployed as was so in the unemployment census in the fall of 1937, nor can it afford to see eight million families dependent on general or work relief. The Social Security Act in 1935 brought new hope for the country. At the same time the Emergency Relief Appropriation Act established a distinction in Federal policy between the problem of assisting those unable to work, insuring against the normal economic hazards of our age, and providing for the special needs of the unemployed. Public welfare agencies hoped that these measures would permit them to concentrate upon their constructive function of underpinning the social insurances and providing needed social services. Experience has demonstrated, however, what is now basic in our future course of action: that social security and welfare measures can fulfill their particular function only in partnership with a healthy economy of high-level production and full employment. These are not alternative approaches to the problem of economic insecurity but two faces of the same coin.

There are those who bemoan the disappearance of the "rugged individual" and lament the "pauperization of the masses." The war years have demonstrated, however, that the individual is still rugged in his desire and need for an opportunity to work and to provide his family with the good things of life. From a Southern community, for example, there comes the report that former assistance clients who secured war work paid private physicians promptly for needed medical care while they were earning, but now are depending on the "charity" of these same physicians since they have lost their jobs.

This illustration points up the urgency for a more rapid transition from full employment for the destructive purposes of war to full employment for the constructive ends of peace. This can be achieved only through cooperative action by private enterprise and all levels of Government. Otherwise, despair and frustration will grip the country and depression and apathy will settle down upon large segments of the population. And there will arise a bleak and spiritless youth, growing up in an atmosphere of failure—disinherited before they are given a chance to live decently because there is no place for them.

Experiences during the war period have shown us that full employment is a physical and economic possibility and that our previous concepts of employability were artificial. Child welfare workers remember the dark depression years and know well the

beneficent effects of full employment on family life. The system of free enterprise for the sake of free enterprise becomes an empty phrase if people are suffering and there is widespread want and misery. Only as the rights of individuals for work opportunities become the basic approach will free enterprise have real and significant meaning to the rank and file of men, women, and children in this country. To this

end, we—every citizen of America—must strive to take whatever steps may be required in order to make certain that there shall be:

**"For every child the right to grow up in a family with an adequate standard of living and the security of a stable income as the surest safeguard against social handicaps."**

## Protective Case-Work Services in Rural Areas

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A CHILD Welfare Secretary in a rural county in Pennsylvania drives up a lane to a miserable-looking house and, leaving her car, walks toward the door. Unlike the country doctor with his medicine bag, she carries no visible symbol of her helping profession and also she may not have come in response to request for help from the parents or children needing the service. She represents the community's response to a complaint in behalf of neglected children, as expressed through Child Welfare Services taking responsibility for offering a protective service to children.

A member of the Child Welfare Services Advisory Committee living in the vicinity has seen the agency car turn up the lane and sighs with relief that at last the agency has reached this case. The nearest neighbor who is somewhat identified with the family questions "the welfare's right to meddle." Another neighbor comments that the "welfare worker" should have brought the sheriff if she hopes to get "those kids." The comments of these neighbors raise questions as to the validity of the concept of this service as a "helping" rather than a "meddling" one and the basis for the worker's own feeling of rightness in her approach. Why is she there, what service has she to offer and how does she give this service? An attempt to answer these questions for Child Welfare Services in Pennsylvania has led our agency to a consideration of the purpose and method by which the case-work philosophy and skills needed in this specialized service to children may be given in rural areas.

### Determining Agency Responsibility for the Protective Function

Child Welfare Services in Pennsylvania operates within the framework of local government. The

County Institution District Act of 1937 which became effective January 1, 1938, states that:

The local authorities of any institution district shall have the power, and it shall be their duty to place in foster homes or in institutions or homes for children all dependent children who are in, or committed to, their charge, and whose placement and care are not otherwise provided for by law.

In relating this section of the law (1) to the needs of children in rural counties, and (2) to the intent and purpose of Title V of the Social Security Act, which is the source of Federal funds, there was the real problem of translating law and money into a meaningful service for neglected children who should be in the care of the agency. The first step was the development by the Department of Welfare of *Rules and Regulations* for the administration of the County Institution District Law, in which our special interest lay in the section dealing with children. We defined "dependent children" for the purpose of this Act as follows:

Within the broad intent of the Act, the term "dependent children who are in or committed to their charge" shall be interpreted to apply to any child who needs care away from his own home and who is accepted for care by the child-caring agency when investigation shows that there is need of care which is not otherwise provided for and who is under the age of eighteen years at the time he comes into care of the agency.

The term "dependent child" may also include a child living in his own home who is neglected or in danger of becoming delinquent and thus is likely to require support.

Under the first definition it is possible for the County Commissioners who are "the authorities" of the County Institution District to develop a good child-placing service for children and it was felt that an extension of the agency service to children in their own homes should be made possible through the development of a second definition. The Rules and



Regulations which contain these definitions were reviewed by the Department of Justice and approved by the Welfare Commission. It is recognized that the Commissioners in each county or their solicitor, or both, will accept the first definition which accepts responsibility when there is a problem in the child-parent relationship which requires placement when that placement is requested by the parent. Is there not an additional responsibility to give service when the parent is not able to recognize the need for or ask for help in the care of his child in his own home which may eventuate in placement? The second definition was developed on this basis as it was felt that where the Commissioners offer a placement service, the agency service should be extended to neglected children in their own homes also for the purpose of preserving the home for the child. It was recognized that without this accepted authority, there would be danger in undertaking this additional service. The Commissioners may accept or reject the second definition but, where this authority is accepted, Child Welfare Services, which is the local public agency primarily offering placement, has a supporting strength for the acceptance of responsibility, and definition of responsibility, the development of policy and procedure and above all support to the workers as they take hold of this most difficult aspect of child care. There is still a question as to whether the child-caring program under the County Institution District should be other than placement and probably a court decision is needed to settle it. But in the meantime Child Welfare Services in some counties is working with neglected children in their own homes at the request of a parent who does not have responsibility for his children, as well as in behalf of children whose referrals represent undefined community dissatisfaction, anonymous complaints, complaints from other agencies and complaints by individuals.

The next step is to include the authority thus given and to some degree policy and procedure, in the Plan developed each year jointly by the County Commissioners with the cooperation of the local Advisory Committee, and by the Department of Welfare of the Commonwealth of Pennsylvania. These county plans describe the responsibilities carried by the Commissioners, the Committee and the staff; the functions of the agency; the methods of personnel appointment; the financial participation by the county and the State (through Federal funds) and last but not least the place of field supervision from the State office. They show over the years our fumbling in the area of protective services. They show the conflict

between our concern for children and our fear of taking a responsibility which the agency has not clearly accepted as its own. They show a growing realization that the legal structure of the agency had to be clarified and strengthened by the public officials and the Advisory Committee, but this they could only do as they developed attitudes based on a conviction of the "rightness" of this kind of responsibility. The worker needs both this structure and this conviction to support her own feeling of the "rightness" of this kind of agency responsibility. The Commissioners and Committee are doing more each year in preparing these plans, even in writing sections themselves. Thus they express their responsibility for defining the functions of the agency, within which the worker may take professional responsibility for actual service. Only if the Commissioners and the Advisory Committee will take responsibility for defining function and will participate in the development of policy and procedure can a worker have the freedom to develop the case-work skills necessary to give this service adequately.

Progress in taking responsibility for defining policy and procedure is seen in the fact that prior to 1943 there is little specific mention of protective services in the annual county plans with the exception of a general clause in some plans giving as one of the responsibilities of the Child Welfare Secretary "supervision of children in their own homes with special needs." In most of the plans emphasis has been placed on investigation and placement of children referred to the County Institution District; selection of foster homes; supervision of children accepted for care in foster homes; and "*referrals to other agencies of those children for whom the services of the Child Welfare Unit are not advisable.*" Under the cloak of this general statement we were able for a long time to evade taking responsibility for a service to neglected children. In contrast we found in the majority of county annual plans for 1945 some definite reference to responsibility toward neglected children such as the following excerpts from one county's outline of its responsibilities:

Acceptance and investigation of responsible complaints of neglect of children and the giving of help to parents in working out plans for better care of children in their homes.

If parents are unable or unwilling to improve conditions in the home, initiation of petitions for court proceedings through the accepted community channels. . . .

In brief, Child Welfare Services in Pennsylvania does have a framework which lends itself to protective services when the County Commissioners, as administrators of the County Institution District,

strengthened by their Advisory Committee, takes responsibility for including protective services in its child-care program and, *most important*, equips the agency with qualified staff and a sufficient budget to carry this particular responsibility. However, it is important to remember that when the local public officials support agency responsibility for service to neglected children, the service in many instances rightfully results in more children coming into placement care at county expense. This is why some Child Welfare Services counties are not yet able to assume the protective services, and why the Commissioners in some counties have refused even the placement program—that is on the basis that a worker in the county will “discover too many children for them to support.” This is just to indicate that without a clear mandate by law or by charter, taking this responsibility has a kind of risk in it which does affect all that we do in trying to make our framework lend itself to this type of service.

In a county where the Commissioners and the Advisory Committee have accepted the agency as having responsibility for giving a protective service, the following brief summary of a case situation shows the worker's approach to the family to be in terms of the agency's right to have concern for the children's well-being and of the agency's requirements of good care for the children.

The five Slater children aged one to nine years live with their mother in a rural community. The father, a private in the U. S. Army, is overseas. The children were reported by a member of the Advisory Committee as being improperly fed and clothed and left alone at night. Miss B, the Child Welfare Secretary, explains to the mother that she represents Child Welfare Services which is concerned about reports that she (the mother) is not giving the right care to the children and that she is leaving them alone at times. Miss B wonders if the mother is feeling that she cannot manage the children and might need help with them either through foster placement or help in better planning. The mother's response is “to hug the baby tightly to her” and declare her love of all the children and to express her fear that “her husband would have nothing more to do with her if she let them go.” Her conflict between meeting her responsibility as a mother and escaping it was expressed in a discussion with the worker of her interest in a job to which she would commute although it was a hundred miles away. The worker's questioning of this in relation to the children's care led Mrs. Slater to decide that “she would rather stay with the children than run the risk of being charged with neglect by going off to work.” Miss B then offered to visit the mother periodically to discuss the problems she is having with the children and Mrs. Slater replied that she “would like this.” A plan was made for the worker to return in two weeks for a discussion of financial problems which Mrs. Slater has stressed particularly in the interview.

This case record shows no question in the worker's mind as to the rightness of her approach to this

family on the basis of the reported neglect of the children. We believe that this feeling of rightness has two sources, the agency's framework which allows for a defined responsibility within it, and the worker's security in her professional skills in case work with children.

### Case-Work Skills in Protective Services

We know full well that the majority of our county workers are not prepared by training or experience in the needed skills. We believe, however, that our agency offers more in this area to children in rural communities than any other existing agency and that there is enough difference between our present way of working and the traditional pattern of untrained probation officers, county detectives, and sheriffs to bring a developing community awareness of the skills involved which in turn should bring a supporting strength through experience for equipping the agency to carry this particular function of the agency. This suggests both a likeness and a difference in private and public agencies in relation to the protective function. Both have to have a structure within which the protective function is possible either by law as in the case of the public or by charter or board policy in the private. The difference is in the ability of the private agency to create policy for such service if and when it is equipped on a case work basis to do so, whereas in the public agency the structure may be there as a requirement before the agency has staff sufficient in numbers or skills for this specialized service. This latter is our situation and our immediate task is helping the Child Welfare Secretaries in the counties to use the agency framework which they have for feeling right about accepting the responsibility for protective services; in knowing when they have enough conviction to initiate this process and carry it through; and in using the experience they have in the beginning for strengthening their conviction and skills.

The difference between working with a parent on a voluntary basis, that is in terms of his will to use or reject the agency, and approaching parents in terms of the community's concern for a situation which has to change in relation to children's needs is a real one in Child Welfare Services. About one-fourth of the children in Child Welfare Services in 14 counties are “under supervision in own or relative's homes.” Taking the group in own homes, many had been referred to the agency for removal from their own homes because of neglect. In other words it has been taken for granted that this service would eventuate in placement. The nature of the complaint does make an



approach to the family valid, but the situation may be one where parents have been unable to ask for help, or did not know where to go, yet there does exist the will and ability to take responsibility and the beginnings of strength for doing so. The impact of community attitudes may have been so threatening as to have resulted in the parents own denial of any need for help. The parents' experience with a worker who can identify with their will to be good parents is new and different and may be the beginning of change.

The child caring agency in a rural county may have one worker or perhaps two or three, but seldom, if ever, is it possible for one worker to carry only protective cases, which brings the dilemma of having one worker responsible for voluntary service and for initiating a process directed toward a service to children that has not been requested by their parents. Are these two functions mutually exclusive or are there common skills? The worker's skill in receiving a child from his parents for voluntary placement lies in her conviction as to the fundamental rights of the parents to participate to the limit of their capacities in planning with the agency for the care of their children, and in the relationship established between herself as the agency representative and the parents with the needs of the children as a focus. This conviction as to parents' rights, the feeling of validity in being the agency representative, and the focus on the needs of the children all lend themselves to an approach to parents who are not seeking help from the agency. The worker offers the parents an experience in being accepted as persons with the special rights of parents, in having the community's dissatisfaction focussed in one spot—namely the agency which is identified with service to children—and in finding the agency's concern expressed in terms of the needs of the children for whose well-being the parents and the agency have a shared responsibility.

In continuing with the Slater record we see evidences of the mother's use of her relationship with the worker in which the focus is on the needs of the children, and which in turn helps the mother measure her strengths as a responsible parent.

The worker felt Mrs. Slater to be "an immature person who was never too adequate a mother before her husband left and without him had become too discouraged to try to keep up any kind of standards." Therefore, the requirements were made in tangible terms such as better housekeeping, taking the baby to the clinic and making it possible for the two older children to attend school regularly through the use of clothing brought by the worker. The pressures brought periodic consideration of "taking a job" and a discussion of temporary placement. Each time the decision was left with Mrs. Slater but she was reminded that the agency would

have to be satisfied with the substitute care, or the children placed. Her reason for staying was that she could not get "the right person for the children." In spite of her staying home conditions grew so serious that Miss B prepared a petition for the Juvenile Court for placement believing that decisive action might help the mother clarify what responsibility for the children she could and would take. The reasons were discussed with Mrs. Slater and placement explained as a way of taking responsibility. The worker made clear that the outcome of the hearing was not her responsibility, but the Judge's. Mrs. Slater and the worker reviewed the slight improvement in the care of the children, most of which had taken place since the hearing was scheduled.

The Court's decision was a two months probation period in which the mother was "to take greater responsibility to the point where the care of her children would be acceptable to Child Welfare Services." Following this Mrs. Slater showed more affection toward the children and at the same time set more limits as to spending money for candy and also asked more responsibility of the children in helping with the housework. She could express dissatisfaction with her housekeeping standards which she admitted had "slumped." She suggested that the worker come to visit without an appointment. Subsequent visits showed further efforts to improve but without the kind of success which would carry much weight in the second court hearing. By the time this was held, there was word that the father would be coming home and as he was said to have been the real strength in the home, the case was continued to allow time for him to return and get settled in the home.

In this case the worker shares with the mother the agency's concern for a better standard of care measured in simple and specific terms, and centered on the needs of the children. The mother comes to accept the agency's standard of care as right for her children and something for which she will take as much responsibility as she can. She accepts the worker's feeling that the degree of improvement really needed has not been achieved but asks that it be accepted for what it represents in terms of purpose and effort since she can do no more by herself, but she does believe that with her husband's help she can meet a standard which will be acceptable to the agency. The agency's responsibility for supervision continues until the unknown factor of the father's capacity for taking responsibility is determined through experience with the family after his return.

#### **Agency Responsibility in Relation to Community Attitudes**

In relation to a local public program it should be remembered that in rural communities the general concept of child care is predominantly protective as shown by the referrals of neglected children awaiting the opening of each Child Welfare Services office. The community considers that the agency has come to take children out of bad situations and it has also come to *make* parents take care of their children. An identification with the neglected child together with

a rejection of parents as not meeting the acceptable pattern of good parental behavior is a factor in the impulsive referrals, and there is also a reluctance to refer really needful cases through fear of retaliation from parents and from a fear of making things "too easy" for parents. The request of a parent for service from an agency may mean but one thing to the community—an evasion of responsibility. It takes years to convince those closest to the program that service from an agency may be a way of helping parents take responsibility. That people have rights and strengths which may express themselves through asking for help is a new concept to farming communities where "rugged individualism" is the traditional norm of behavior. Protective service means a service where the parents are not asking for help but the community is, in terms of feeling with the child and against the parent. Also "the traditional authoritative approach" is a community pattern. We still get requests to "shame the parents" and to "put a scare into them." The concepts of self-determination and of the capacity for changes within the self, helped by externals but fundamentally the person's own, may still be unfamiliar ground for even Advisory Committees. A real factor in some situations is the impact of community disapproval quickly felt in rural communities—a kind of threat of collective authority which does not eventuate in action as there is no defined responsibility. Therefore, the protective function of the agency includes a protection of the family from this community impact through making known its protective service and itself receiving and absorbing the force of the impact.

While it is true that attitudes in rural communities are supporting in general to an agency in taking responsibility for protective services, there is little understanding of the methods and skills involved. The newness for the community lies in an approach which respects the parents' rights and at the same time has a focus on the needs of the children. This recognition of parents' rights including as it does a respect for the dignity of the individual whatever his limitations and a faith in his potential capacity to use externals for changes within himself, is not in keeping with the traditional over-simplification of the problem through the division of parents into "good" and "bad" and the authoritative removal of children from "bad" parents. The agency may seem to concentrate on this help to parents at the expense of the children as shown by children who have been left for years with inadequate parents under the rather nebulous term "supervision in own homes." Rural communities like decisiveness and action as repre-

sented by their use of State Police, Sheriffs, S.P.C.A. Agents, in dealing with cases of neglect. Unfortunately these individuals or agencies have been used to carry the authoritative aspect of protective services because of the feeling on the part of the child placing agency that only voluntary referrals could be accepted. The records of the child-placing agencies in Pennsylvania show this limited responsibility to have been the pattern over the years, and point up the need of a definition of agency function which will allow the agency to invoke authority for the removal of children when that seems necessary. Our experience in Pennsylvania leads us to believe that as our county agencies take responsibility for this service, the communities will see the difference between the traditional use of authoritative agencies as such and the use of authority as a part of the case work process. The Slater case given earlier shows the use of a court petition as a part of a case-work process in which the definition of the agency's requirements strengthened by court action helps the mother to evaluate the limitations of her own capacity.

There are, however, situations of acute neglect—the ones in which there are parents with limited capacity mentally, physically and emotionally—and where an explanation of just how far the agency can go in the direction of removal through court action is necessary fairly early in the agency's relationship with the family, or the situation is so extreme that in the first visit the child is removed by the agency. In such situations the right of the agency to be concerned is extended to include authoritative removal in which the rights of the parents are subordinated to the rights of the children to live. These situations are apt to be urgent and dramatic and the agency's responsibility and way of working become merged into the pattern of all living with its instinctive need to save human life.

This was true in the case of the Thompson children,—Charles, 3, John, 2, and the twins 2 months old, who were reported to Child Welfare Services by the Sheriff as "having been left in the house all night without anyone to care for them, no fire and no food." Mr. Bentley, the Sheriff, and the worker went to the home where they found an excited group of neighbors who reported that the parents had been on a drinking spree the previous afternoon and had taken the bus to a city "some distance away." The record continues:

"We went in and found a fifteen or sixteen year old boy building a fire in the kitchen. It was very cold even with a coat on. He had taken Charles out of his crib, wrapped him in a blanket and put him near the stove. John was wrapped in a blanket and was asleep in the carriage. He was full dressed except for shoes and stockings, but had a hard cough and rattled terribly. The twins were in a filthy double bed, which had no sheets or pillow cases,

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BULLETIN

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Henrietta L. Gordon, *Editor*

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### Overhauling Children's Institutions

THE policies, staff, plant, and budget of many a children's institution will reflect, in 1946, ideas new to its constituency. The dimensions of the work may be greatly altered, especially with regard to its depth or quality. Funds will be required for additional staff and higher salaries and capital funds will be spent for buildings to replace those which have become obsolete.

It is important that the inevitable overhauling of children's institutions proceed with such perspective as will account for functions and quality of service consistent with child welfare in the United States at the middle of the twentieth century. These observations are written upon return from the annual conference of Methodist hospitals and homes, held early in February, where a large group of executives of institutions for children shared various proposals for the improvement of their work. Within a year some of these, and many other institutions will be radically changed. It is gratifying to see such exchange of ideas and observation of the experience of others as will make most of these changes for the better. It is from what was learned at this conference in Chicago and from other accumulating evidence of trends in the programs of children's institutions that suggestions and certain words of caution are here offered.

It is obvious that a program of foster care for children should include care in family boarding homes as well as in institutions. Many institutions have added foster family care to their services during the last twenty years and we may expect others to make the same move. Some institutions will do well to turn to other agencies for the placement of children in foster homes. In choosing between these alternatives the most important factor may be the availability of good case-work service, without which modern foster home care is impossible. No one knows what proportion of the children in need of foster care should live either in foster homes or institutions, nor

have we had sufficient good service of both types, closely related and closely studied, to show us how many of these children should have, in succession, both types of care, the one preparing them for the other or supplementing it. It remains for each child care service to solve this problem on a case-work basis. The only absolute recommendation on this subject which the Child Welfare League traditionally has repeated, is that infants should be kept out of institutions. Where the service is operated without adequate case work many children will get the wrong type of care and we confront the old hazard of institutionalizing a child with long-time care. On this subject of allocation of children to foster home or institutional care there are somewhat detailed suggestions in the Child Welfare League's two pamphlets, "Standards for Children's Organizations Providing Foster Family Care" and "Standards of Foster Care for Children in Institutions."

More important than the cost of new buildings is the adequacy of the operating budget. To determine the capacity of a new or remodeled institution it would be practical to estimate the upper limit of support from all sources available and then calculate how many children this would cover under the one or more types of care which are to be provided. The community's need, which hardly can be determined on a scientific basis, is even more important, and if the institution is to avoid too large or too small a capacity there should be practical regard for the apparent need in terms of other services to children or families. For example, in a community where Aid to Dependent Children has not yet been provided on a practical basis, it is obvious that when the necessary laws and appropriations have been enacted this service will reduce the demand for care in institutions and foster homes. In most states the A.D.C. grants are too small to permit effective use of this essential service for the prevention of family breakdown. Wherever the community has yet to develop an ample family service and a protective service on a case-work basis the demand for foster care will be somewhat greater than elsewhere. It is obvious, however, that these services will tend to add a certain demand for foster care among the families and children served even though their net effect will be to reduce this demand by preventing family breakdown.

Another effect of modern social service upon the demand for institutional and other foster care is a reduction in the average length of residence of children in institutions and foster homes. This does not mean that all care of either type will become only



temporary, but it does indicate that in a period of one year, 100 beds in an institution may serve as many children as 125 beds would have served five or ten years ago. The per capita cost of care tends to rise as improvements in care reduce the average term of care, a factor which needs careful and repeated interpretation to budget committees.

Much, therefore, tends to reduce the capacity needed in institutions of the future. Some new institutions are needed, for some of the old ones which have neither the leadership nor the resources to permit adaptation along modern lines can be expected to pass out of existence. They will be unable to meet the higher costs of that institutional care which is good enough to warrant its use by the community. There are certain groups of children for whom institutional care is desirable but unavailable. Were Negro children to be admitted as they need care, the existing institutions in many places would be swamped. In many communities it will be practical for two institutions to combine their resources, merge their corporations and operate a better institution than either of them alone could support.

The cottage plan, with units smaller than in most so-called cottage institutions, is to be taken for granted. The congregate institution which remodels its old plant should have groups as small as those allowed for in modern cottages. This means that all institutions require a housemother for each group of 10 or 15 children, and in no case should the group exceed 20 in number. Enough housemothers and enough substitute housemothers to provide weekly relief for them, with salaries to attract and retain capable women, will increase most salary budgets. One seamstress to 40 children is desirable and the failure to make such provision will require housemothers to serve as seamstresses, a common fault in institutional administration, which reduces the mothering children receive and increases the turnover in employment of the kind of housemothers needed.

A professional staff is essential to a modern institution for children. Increasingly we find persons with graduate degrees in social work or education occupying the executive position. In addition to the executive there is need for one or more professionally trained social workers. A registered nurse or, for a small institution, daily service for part time from a visiting nurse service, should be accounted for in the list of salaries, and nurses, like social workers, require decently adequate salaries. Recreation workers and trained teachers for any pre-school children under care, are equally essential. Suitable quarters for such a staff are as essential as adequate salaries—if the workers are to remain. The payroll is the largest item in the budget and it will determine the institution's

usefulness to the community and to the children it serves. Be sure an adequate payroll is included in the plan for any institutional development in your community.

—HOWARD W. HOPKIRK

### Protective Case-Work Services in Rural Areas

(Continued from page 7)

and were covered with an army coat. Each had a bottle of sour milk stuck in his mouth but they were crying in weak little voices. They were so pale and fragile-looking that I was almost afraid to pick them up. Their clothes were dirty, they had not been changed, of course, for some time, and they really were in a pitiful condition. Both Mr. Bentley and I felt the only thing to do was to get them out of there as soon as possible, so we wrapped them in blankets and took them down to the car. Neither of the two older children made any protest about being moved and sat quietly on the back seat with me.

"I took the children to Dr. R. He did not want to do much about examining the children as he thought considering the amount of exposure they had had they should be hospitalized for a bit. The twins were markedly malnourished and very cold. Just while we were in the doctor's office, they seemed to acquire a better color, but they were almost too weak to move, their buttocks were so excoriated that just removing the diapers was a painful process. Their faces were so tiny and pointed that they looked like skeletons. The skin on their necks hung in folds, and their legs were so tiny and thin that they literally could not move them. They cried weakly much of the time. The doctor felt that they were in a serious condition and would have difficulty in living. Dr. R. wrote a note asking that the children be admitted to the Hospital, and they were admitted there for the time being. The intern who examined them felt that the babies were in poor condition and that their vitality was extremely low."

It is evident that these children were "taken" by the agency and not "received into care" with the participation of the parents. The process of establishing a relationship with the parents followed the agency's action and the court commitment which came later. With the limited capacities of both parents and their patterns of irresponsible behavior known for years in the community, the agency's responsibility to the parents becomes one of helping them accept the inevitability of permanent separation.

We in Child Welfare Services in Pennsylvania have no illusions that we have found the answers to the questions raised in the beginning of this paper. We, like Mrs. Slater, are struggling to develop a capacity within our agency for giving responsible care to children whose needs are the community's concern and whose rights to a good experience in living are accepted as a tenet of democracy. In protective services we are dealing with volume and intensity of feeling, as a neglected child stirs us all to the depths. We have been afraid of this feeling—of its intensity, its diffusion and its fundamental rightness which demanded responsibility on the part of some person or some agency. Child Welfare Services in a county comes into being and exists because the county's people care about its children. The challenge in protective services is to use this feeling to develop an agency which will be equipped with authority and staff for the kind of professional responsibility which is needed for protective case-work services.

## Future Use of Foster Day Care

### Plans of Fifty-two Mothers Currently Using Foster Day Care Homes

THE Foster Day Care and Counseling Association, of Washington, D. C., a Community War Fund agency, was established to help meet the increasing need of suitable day care for children of mothers employed because of war or war-related factors. Therefore, with the cessation of hostilities on V-J Day, the agency, the community, and the Community War Fund needed to know what effect the termination of the war would have on the continuing need of the agency's services.

Applications for agency services during the weeks following V-J Day continued at the normal rate. In nature, these applications grew out of more or less the same kinds of need that had given rise to request for the past two years. It appeared therefore, that until the economic pressures which have made it necessary for so many mothers to work during the war are removed or lessened, large numbers of mothers would need to stay on their jobs. Indications are that such changes are not likely to take place immediately. Finally it seemed probable that if Washington mothers need and wish to work, they will be able to do so. Current statements from the War Manpower Commission and from the Interdepartmental Conference of (Federal) Employee Counselors, as well as reports from the Washington Board of Trade bear upon this point.

But how did the mothers themselves, those needing or using day care, feel about the continuing need for day care? The mothers using the public day care centers had already, through concerted group action and by response to questionnaire, made known their demand for the continuing operation of these Centers. The agency believed the group of mothers currently using foster day care homes to be the only truly reliable source of data available to determine the future need of foster day care.

As of September 24, 1945, there were 89 families currently using 61 day care homes for a total of 102 children. The agency secures and supervises suitable private family homes licensed to give day care to children and refers to these homes mothers needing this kind of care for their children. The agency makes these referrals only after an office interview but leaves with the parents the responsibility for placement of the children, for final arrangements with the day care mother and for payment of fees for care. The agency worker contacts the parent within two weeks after placement and visits the day care home at least once every three months. However, further contact with the parent is made only if supervision of the day care home or contact from the parent indicates the need or desire for further counseling. The agency believes that if there is every evidence that the placement is satisfactory for the child, the parents, and the day care mother, or if the parents and the day care mother can and do straighten out together any difficulties that may arise, the agency should not intrude itself unnecessarily into the situation.

Since most of these 89 placements were going along satisfactorily, the agency had had recent direct contacts with only a few of the parents of the children. A personal contact with these 89 employed mothers would have been extremely difficult to arrange. The agency decided then to prepare and send to each mother a questionnaire worded to secure the current information desired. Although the primary information needed was how long each mother planned to continue using foster day care, the agency felt this study offered an excellent opportunity to learn other things about parents which might enable the agency to improve the quality of its services to parents, children, and day care mothers. For example, not enough has been known about the reasons why these mothers are working nor about the relation of family income to use of foster day care, etc.

With these ideas in mind, the agency prepared and sent to each of the 89 mothers a questionnaire with a letter explaining the purpose of the study.

My dear Mrs.

Since the war is over we are interested in obtaining some data relative to plans mothers are making for continuing in employment. This is important to us for two reasons: first, will the services of this agency be sufficiently in demand to justify its continuance and second, should the nursery school program now operating under the Board of Education close, must we extend our services to care for these additional children. The only method of getting this information is to ask Mothers who have used our services.

We have drawn up a questionnaire which is attached and which we would appreciate having you fill in. A stamped addressed return envelope is enclosed.

Will you help us by returning this form immediately. The information will be kept in confidence.

Very sincerely,

(Miss) GLADYS H. COOK,  
Director

### Findings

Fifty-two questionnaires were returned. These 52 families had 60 children using 45 day care homes. The findings are by number of and by percentage of parents:

### Employment and Occupation

It is not surprising that the Federal Government employs the majority (65.3%) of the mothers nor that 80.7% of the mothers are clerical workers. The "clerical government female employee" predominates the employment scene in Washington. There are no District Government employees among the group. Private organizations employ almost all of the remainder of the group (30.7%). All of these organizations are the large ones such as public utilities, wholesale drug companies, American Red Cross, etc. Small businesses are not represented at all. The professional workers, which include a registered nurse, a social worker, an information specialist, a "copywriter," and a "correspondent," make up only 9.5% of the group. The domestic and service worker, all Negro, make up 9.5% of the group with only 3.8% employed in private families.



### Marital Status and Father's Service Status

The group includes more than twice as many (69.2 percent) wives of servicemen as wives of civilians and the majority of veteran husbands (15.2 percent) were servicemen at the time the children were placed. However, the sizeable group of wives of civilians and veterans (40.3 percent) is significant. It points to the need of foster day care for the large number of mothers who will need to stay on their jobs after the war is ended for the reasons given as to why it is essential that they continue to work. Knowing the high cost of living in the District of Columbia and knowing the relatively small salary of the white collar worker, we can guess that many of these mothers are working to maintain a decent standard of living commensurate with the white collar workers' cultural and educational standards. And finally, there is the group of divorced and separated and unmarried mothers (30.6 percent) who are forced to work to provide the basic essentials of living.

### Future Employment Plans of Mothers

Plans	Service		Non-Service		Total	
	No.	%	No.	%	No.	%
To Continue.....	21	40.3	23	44.2	44	84.5
Not to Continue.....	3	5.7	1	1.9	4	7.6
Undecided.....	3	5.7	1	1.9	4	7.6
TOTAL.....	27	51.7	25	48.0	52	99.7

Eighty-four and five-tenths percent of the mothers expect to continue working indefinitely. This group is almost evenly divided among servicemen's wives and non-servicemen's wives.

### Length of Time Mothers Plan to Continue Working in D. C.

Time	No. Mothers	Percentage
3 months or less.....	2	3.8
6 months.....	..	..
1 year.....	..	..
Permanently.....	38	73.0
Undecided.....	12	23.0
TOTAL.....	52	99.8

In that many mothers came to D. C. from other cities during the war, their plans regarding remaining in, or leaving the District, are important in relation to continuing need of agency services in D. C. Seventy-three percent definitely do plan to continue working permanently in Washington.

### Expectancy of Job Tenure

Plans to continue working in D. C. cannot be considered significant without some knowledge re-

	No. Mothers	Percentage
Expect job to end soon.....	4	7.6
Do not expect job to end soon.....	33	63.4
Undecided if job will soon end.....	13	25.0
No answer.....	2	3.8
TOTAL.....	52	99.8

garding how long each mother's job will continue in that many of the jobs are in temporary War Agencies.

Sixty-three and four-tenths percent mothers do expect their jobs to continue indefinitely, while 25% do not know how long their jobs will continue. Only 7.6% expect their jobs to end soon. It is probable that some of this 7.6% will be able to find other jobs if they wish to continue working.

### Total Annual Family Incomes

On page 12 is a table of total annual family incomes of 42 mothers using day care homes, according to the number of children these families are supporting, the husband's service-connected status, and the marital status. Family incomes range from \$972 to \$5,400 annually with \$2,700 as the average family income. Thirty-one families support one child only; 12 families support two children; only one family has three children; ten families did not state the family income at all.

### Husband's Service Status

There is only one family with an income under \$1,000. This family has one child and the father is a serviceman. Fourteen families have incomes of \$1,000 to \$2,000. Four of these fathers are servicemen with one child, four fathers are veterans with one child, and two fathers are civilians with one child. Three of these families have two children each. In the \$2,000 to \$3,000 income group, there are five servicemen with one child, one veteran with one child and one civilian with one child. In this group two families have two children each. In the \$3,000-\$4,000 group are seven families with one child each, five fathers are servicemen, one father is a veteran, and one a civilian. Three of these families have two children each. In the \$4,000-\$5,000 group are four families with one child, two fathers are servicemen, one a veteran, and one a civilian. Only one of these families has two children. There is only one family in the \$5,000-\$6,000 group, the father is a civilian.

### Marital Status

In the \$1,000-\$2,000 group three families are married couples with one child while eight are separated, divorced, or single mothers with one child. Three families have two children. In the \$2,000-\$3,000 group, five families are married couples with one child and two mothers are single, divorced, or separated, with one child. Three families have two children. In the \$3,000-\$4,000 group all families are married couples; seven have one child, three have two children, while one has three children. In the \$4,000-\$5,000 group all families are married couples; four have one child while one has two children. In the \$5,000-\$6,000 group there is only one family; a married couple with one child.

### Essentiality of Mother's Need to Work

Ninety-two and three-tenths percent mothers consider it essential that they work. We realize that these answers are bound to be biased in favor of



Number of Children in Families	INCOMES	HUSBAND'S STATUS					MARITAL STATUS		TOTALS
		S.M.	Vet.	Civ.	Unkn.	Tot.	MC	Sep-Div-UM	
1 2 3	Under \$1,000	1				1		1	1
Total		1	0	0	0	1	0	1	1
1 2 3	\$1,000-\$2,000	4 1	4	2 2	1	11 3	3 1	8 2	11 3
Total		5	4	4	1	14	4	10	14
1 2 3	\$2,000-\$3,000	5 1	1	1 1	1	7 3	5 2	2 1	7 3
Total		6	1	2	1	10	7	3	10
1 2 3	\$3,000-\$4,000	5 3	1	1 1		7 3 1	7 3 1		7 3 1
Total		8	1	2		11	11	0	11
1 2 3	\$4,000-\$5,000	2	1 1			4 1	4 1	0	4 1
Total		2	2	1		5	5	0	5
1 2 3	\$5,000-\$6,000			1		1	1		1
Total		0	0	1	0	1	1	0	1
1 2 3	Not Given	4 1		2 1	2	8 2	6 2	2	8 2
Total		5	0	3	2	10	8	2	10

what each mother or family considers an adequate income or what income each family feels is necessary to satisfy its peculiar needs and wants. However, the "Heller Wartime Budgets for White Collar Workers" (University of California Press) provides a basis for comparison of the total family incomes of these mothers with the current cost of living in D. C. and can guide us in judging the reasonableness of these

	No. of Mothers	Percentage
Essential.....	48	92.3
Unessential.....	2	3.8
No Answer.....	2	3.8
TOTAL.....	52	99.9

mother's needs to work. The Heller Wartime Budget for White Collar Workers states that \$3,781.00 is the annual adequate cost of living for a white collar worker's family of four, including man, wife, boy, age 13, and girl, age 8, for the state of California during 1944. The Washington Council of Social Agencies, Department of Research, has corrected the food prices of this budget for D. C., year, 1944, as follows: annual cost of food in D. C. for the same size family in 1944 is \$979.08, annual cost of food in California

in 1944 for this size family was only \$869.18. (In D.C. in 1942 the annual cost of food was only \$674.52.)

The average total income of families using day care homes is \$2,700.00 a year. Thirty-six of 40 families have incomes under \$4,000 a year and 22 of these families are married couples. If the mothers in these families were not employed, then we can safely assume that the father's income in the 22 married couples would in most instances not be adequate. In the remaining 14 of these families, the mothers are separated, divorced, or unmarried, and are the sole or major support of the family.

#### Reasons for Necessity to Work

Thirty-four (67.7%) mothers state that they work because they have no other adequate source of income. All of this group except one, are wives of servicemen and veterans or are divorced, separated, and unmarried mothers. That this group of mothers have to work is unquestionable; except in unusual situations wives of servicemen find it extremely difficult to support a family in Washington with \$80 a month for a wife and one child or \$100 a month for a wife and two children and the fathers of children of divorced, separated, and unmarried mothers generally contribute, if at all, for only partial support of the child. Five mothers gave no reasons. Of the 13

mothers (25%) who gave "other reasons" for the necessity to work, eight are wives of civilians living at home. One is the wife of a veteran, one an unmarried mother, and three are wives of servicemen. Five of these 13 mothers expressed anxiety regarding the dependability of their husband's income, two work because their husbands have dependent relatives to support, one mother is uncertain of her husband's health, two couples are buying or planning to buy a home, one wife of a serviceman bluntly stated that she "prefers a typewriter to dishwasher." Another serviceman's wife is concerned that her husband may not secure a good job upon his discharge from the Service, another "has debts." One couple are in this country from abroad for six months to work in a foreign mission. One unmarried mother "can't be sure of support from the baby's father."

#### Number of Children per Family Using Day Care Homes

The agency has assumed (on the basis of counseling with mothers) that mothers find foster day care too expensive for more than one child in the family. The study indicates that only 12 families (23%) have two children and only one family (1.9%) have three children using day care. Thirty-nine (74.6%) families have only one child.

#### Mother's Plans Regarding Future Use of Foster Day Care

And finally 49 mothers (94.2%) plan to continue using foster day care. Only two mothers plan to discontinue, one because she is leaving the city, the other because she is expecting another baby soon. Many mothers added to the questionnaire expressions of gratitude and satisfaction regarding the care given to their children by day care mothers.

#### Conclusions

The information that the agency sought to secure in this study was what effect the termination of the war would have on the continuing need for the services of the Foster Day Care and Counseling Association. There were three sources from which facts bearing upon this were obtained. The first source was applications for agency services during the weeks following V-J Day which continued at the normal rate and which grew out of more or less the same kinds of needs that have given rise to requests for the past two years indicating that large numbers of women would need to stay on their jobs. The second source was current statements from War Manpower Commission and from the Interdepartmental Conference of (Federal) Employee Counselors, as well as reports from the Washington Board of Trade predicting that it seems possible that if Washington mothers need and wish to work they will be able to do so. The third source was the mothers currently using foster day care homes.

The questionnaire revealed the following information:

Mothers that do plan to continue working total 84.5% and 73% plan to continue working in Wash-

ington. Twenty-three percent are undecided regarding continuing to work in Washington and only 3.8% plan to stop working soon. Although there have been some layoffs of Federal clerical employees, since V-J Day, many dismissed employees have secured transfers to other jobs and according to reports of the Washington Board of Trade, others can readily be absorbed in private industry. Sixty-four and four-tenths percent do not expect their jobs to end soon while 25% do not know when their jobs will end.

Ninety-two and three-tenths percent consider it essential that they work. The majority of the 30.6% separated, divorced, and unmarried mothers must work. It is essential for the majority of servicemen's wives in Washington to work for financial reasons. Wives of veterans have told counselors that they must work for a while longer to help reestablish their homes, to help the husband get a start in business or employment or because the veteran has a physical handicap as well as to meet the high cost of living. Some of the reasons given by these wives in the study are, "I am unsure my husband will get a good job" and "My husband's health is uncertain."

The majority of these 52 mothers (74.6%) we find have only one child to support; 23% have two children to support. Do families with only one child to support need the mother to supplement the father's income? Since the Heller Budget Guide indicates that a white collar family is not being unrealistic nor extravagant in wanting an annual income of \$4,000, we can safely say that a family with one child is reasonable in desiring an annual income of at least \$3,000. Twenty-five of our families have annual incomes under \$3,000; eleven have annual incomes between \$3,000 and \$4,000 (and of these four have more than one child) while only six families have annual incomes over \$4,000. The average income is \$2,700. If the mothers in these families were not employed, the average annual income would probably be under \$2,000. It can be concluded then that it is reasonable if not essential that the majority of our 52 mothers work.

And finally the response to the last major question, "How long do you plan to continue using foster day care" reveals that 94.2% mothers do plan to continue using foster day care. This group would have to include not only the 85.1% mothers planning to continue working permanently but also the 7.6% who are undecided and some of the 7.6% who do not plan to continue working permanently.

What then is the future of foster day care in D. C.? The agency is justified in concluding from this study that there is a continuing need for day care in D. C. and that the continued need will be almost as extensive as it has been during the past two years.

#### Comment:

The crisis described in this article which the fifty-two working mothers are facing in Washington, namely, finding themselves threatened by the loss of facilities for the day care of their children, is being brought to the attention of the Child Welfare League

of America repeatedly by agencies all over the country. Of particular significance is the fact that awareness of the continuing need for group care and foster family day care of children is clear but the evidence remains unsubstantiated.

Since group care facilities, especially those subsidized by federal funds and foster family day care agencies supported by local public funds, are for the most part unprepared to demonstrate the number of children who now require a day care service, the reasons for their continuing need, and the best methods of meeting this need, it is difficult to rally support.

That the evidence is obtainable is clear from this article. What is also clear is that one reason why the awareness is not substantiated is that the day care facilities have been offered without requiring a close and continued relationship with the parents in which they and the agencies could share responsibility for the children. The family day care programs established during the war have been concerned chiefly with meeting an emergency need. In general it has been assumed that parents would carry the major responsibility for the placement of their children in day care homes which had been studied by the agencies offering this specialized service. Here too there was no way of estimating the extent of the need for the service.

The League presents this article despite the fact that it has continually questioned this practice of leaving parents free to make their own arrangements unaided by specialized case-work services. Instance upon instance have been brought to our attention of the loss of such facilities because of the lack of case-work service to help parents as well as those caring for children to hurdle difficulties which of necessity arose. This article is particularly commended because it gives evidence of the need and also makes clear one way of determining the extent of the need as a basis for rallying community support.

—A. T. D.

### Mayo Awarded Parents' Magazine Medal

Leonard Mayo, Chairman of the National Commission on Children in Wartime, President of the Child Welfare League of America, and Dean of the School of Applied Social Sciences of Western Reserve University, was awarded the annual Parents' Magazine Medal for Outstanding Service to Children at a luncheon given at the Mayflower Hotel, Washington, D. C., on February seventh. Mrs. Clara Savage Littledale, Editor of Parents' Magazine, in making the ward to Mr. Mayo, said in part:

"For many years, Mr. Mayo has worked untiringly to secure for children the health, the environment, the care, security, and education necessary to their best and fullest development. The straightforward,

practical recommendations of the National Commission on Children in Wartime testify to his genius in assembling, evaluating, and bringing to public attention a mass of evidence on an incredible number of problems and the contributions made by hundreds of individuals and agencies concerned with children.

"Mr. Mayo acted as consultant to the U. S. Children's Bureau during the wartime struggle to uphold child labor laws and safeguard child workers. A policy worked out during this period and included in the Commission report proposes a minimum age of 16 years for employment during school hours. One more of Mr. Mayo's many contributions in the field of child welfare is his work to improve methods of finding homes for children without families.

"In presenting the Parents' Magazine Medal for Outstanding Service to Children to Leonard Mayo, we pay homage to his devotion and insight in formulating a living program for the welfare of youth as embodied in the National Commission's report on Building the Future for Children and Youth."

Other speakers at the luncheon were Senator Claude M. Pepper of Florida, who introduced the Maternal and Child Welfare Act which was declared at the luncheon to be the most progressive piece of child welfare legislation introduced into Congress for many years; Mrs. Helen Gahagan Douglas, Congresswoman from California, and Miss Katharine F. Lenroot, Chief of the U. S. Children's Bureau.

Present at the luncheon were leaders in child welfare work from all over the country. Among those who have received the medal in other years are: Mrs. Eleanor Roosevelt, Angelo Patri, Surgeon General Thomas N. Parran, Sidonie M. Gruenberg, Director of the Child Study Association of America, Walt Disney, Walter Damrosch, Katharine F. Lenroot of the U. S. Children's Bureau.

### New Publication

Report on Classification of Positions in Voluntary Case Work Agencies. Prepared by Social Case Work Council of the National Social Welfare Assembly. January, 1946. 13 pp. 10 cents.

### New League Publication

An Experimental Use of the Temporary Home, by E. S. Brandzel, L. H. Moss, M. Tieder and R. Vogel, January, 1946. Price 50 cents.



### Conferences

The Ohio Valley Regional Conference will be held March 7, 8 and 9, 1946, in Columbus, Ohio. The Chairman is Judge Henry J. Robison, Chief, Division of Social Administration, Ohio Department of Public Welfare. Headquarters are at the Hotel Deshler-Wallick.

The New England Regional Conference will be held April 24, 25, 26, 1946, in Greenfield, Massachusetts. The Chairman is Mr. C. Rollin Zane, Executive Secretary, Connecticut Children's Aid Society, Hartford, Connecticut. Headquarters are at the Hotel Weldon.

The Midwest Regional Conference will be held March 27, 28 and 29, 1946, in St. Paul, Minnesota. The Chairman is William D. Schmidt, Chief, Child Welfare Unit, Division of Social Welfare, Department of Social Security, St. Paul, Minnesota. Headquarters are at the Hotel Lowry.

### Many Agencies Joining Retirement Plan

It is significant that there is a widespread tendency among child welfare agencies to join the National Health and Welfare Retirement Association, 441 Lexington Avenue, New York 17, New York. This is a step which the League has encouraged.

Recent information from the National Health and Welfare Retirement Association shows that in February, 1946, 65 child welfare agencies were enrolled in this plan, this number including the Child Welfare League of America itself. Before the plan became operative the League's board and staff voted to join the plan and they are pleased to be numbered among those who began paying for the retirement benefits as of October 1, 1945, when the plan did go into effect. Most of the 65 child welfare agencies participating may be numbered in the League's constituency.

This subject received attention in an editorial in the October, 1945, issue of the BULLETIN entitled, "At Last—A Retirement Plan." Because many agencies since then have begun to consider participation in this retirement plan the following excerpts from that editorial are quoted:

"Like much of our social progress, this is overdue. Had there been a retirement plan effective, our

agencies probably would have lost fewer workers during the war. Many a worker would have thought twice had his transfer to another field of service meant that his retirement benefits would thus have been reduced. In suggesting this, however, it is well to point out an advantage of the National Health and Welfare Retirement Association's plan. A worker moving from one agency to another, both agencies being participants in the plan, suffers no interruption of his coverage and derives full advantage of all previous contributions of both employer and worker. In 1946 or 1947 it may become increasingly difficult for your agency to employ a worker with previous experience in an agency participating in this plan—unless your agency is enrolled in the N.H. and W.R.A. plan or offers some equally desirable plan for retirement. Only a few of the League's agencies are enrolled in any other retirement plan, among them being two Baptist institutions whose employees are eligible under a retirement plan established about ten years ago by the Southern Baptist Convention.

"It is anomalous that modern social work has reached its fourth decade of efforts to obtain social security for the people of the United States but that its own employees have been without even a voluntary plan such as is now available through the N.H. and W.R.A. The leadership in this new organization represents various fields of health and welfare service, but a goodly share of it has come from the executives and trustees of community chests. It is gratifying to find among those who must approve the increases in budgets which will allow local agencies to participate, such a far-reaching and basic social concern. It is probable that your local community chest will encourage early enrollment of your agency in the N.H. and W.R.A.

"Should the question be raised, 'Is this as satisfactory as extension to the employees of health and welfare agencies of coverage under the Social Security Act?' the answer is simple. If and when the Social Security Act is extended to cover us and our associates it will be possible to reduce contributions to the N.H. and W.R.A. by all or most of the amount deducted from our pay for Federal social security. That would mean that upon retirement we would receive both a Federal social security check and one from the N.H. and W.R.A. And after all, most of us would like more than the amount available under the Social Security Act."

## BOOK NOTES

OUR TEEN-AGE BOYS AND GIRLS. By Lester D. Crow and Alice Crow, McGraw-Hill Book Company, New York, 1945. 360 pp. \$3.00.

Because of the publicity given the more sensational activities of adolescents in the press, on the screen, and over the air, a cursory glance at the title of this book brings a brief associative image of "flaming youth." Nothing could be more contrary to the purpose and achievement of the authors in their sound and sane approach to the problems and influences affecting the growing-up process of young boys and girls. Based on years of training and experience in the field of youth guidance, serious thought has been given by Dr. and Mrs. Crow to the solution of these problems.

The book deals with the development of young people in the home, in school, at work, and in society. In each of these four areas, the most important phases of adjustment are explored. Suggestions are offered that blend the mental-hygiene, psychological, and socio-economic approaches into a common-sense whole. Brief stories of the success or failure of youth's struggle toward maturity in our present complex world are liberally scattered throughout the book, with the causes, effects, and remedies indicated.

Parents especially, as well as educators, employers, social workers, and religious leaders of youth, will find the self-evaluating questionnaire at the end of each part of the book an aid in determining whether their own attitudes and actions are helpful or detrimental to the children they are molding. From surveys, polls, and studies of adolescents, the most common questions asked by them about the troublesome aspects of their adjustment have been culled and practical answers are given.

Throughout the book there is a feeling of positive direction that alleviates to some extent the sense of frustration that so often overwhelms parents, teachers, and youth counsellors in their dealings with adolescents and the social structure about them. In the last section of the book, "Juvenile Delinquency," recognition is made of this bruited subject as a *symptom* of society's failure in parent education, slum clearance, community cooperation, the extension and improvement of educational, health, and spiritual services. A series of statements from authorities in each field underline the validity of the diagnosis. And from the conclusions drawn, impetus is given those who are at present working with young people, and should so energize their present efforts toward improvement of existing conditions.

—BEATRICE MOSS

Seward Park High School, New York City

DEMOCRACY'S CHILDREN. By Ethel M. Duncan, Hinds, Hayden & Eldredge, New York, 1945. 189 pp. \$2.00.

It was December. "We are going to write a story about Christmas," the teacher announced. And then, realizing there were a few Jewish pupils in her class, she added, "Some of you may want to write about Chanukah." One ten-year-old Jewish boy raised his hand eagerly. The teacher smiled approval. At recess the boy immediately sought out one of his classmates. "Why didn't you put up your hand, too, Dave? Don't you want to write about Chanukah?" Dave clearly was disturbed. "Gosh, no! If I had done that, then they'd know I am a Jew." What poignant tragedy! And within an aspiring democracy!

These exciting episodes from the life of fifth graders of the Strawberry Street School are different. They are different, in part, because of the very social atmosphere of the classroom. There is warmth, friendliness, spontaneity, directness, sincerity, easy tempo, relaxed mood, vital sharing, sense of mutuality—and they spell out reality in democratic living and learning. They are different also because, behind these explorations in human understanding, there is the fine Italian hand of an artist—a teacher who sees in an accordion or in an Armenian *paklava*, in a folk song of the coal mine or in peanut butter candy, in a Halloween mask, a birthday, a *dreidel* (spinning top) or a simple candle, the almost magic entrance into an unimagined and unexplored world of richness and delight, in new human relationships.

Issues involving basic assumptions associated with assimilation, cultural pluralism and separatism are not critically examined in this volume, but a helpful introduction is contributed by Rachel DuBois, in which a position somewhere between cultural pluralism and assimilation seems to be taken.

One might refer to this modest volume as a diary. It is the kind of document that group leaders, child welfare workers, teachers and parents very much need. They need it because it records techniques, takes one through the actual process, supplies content and "know-how" by which good will impulses in intercultural relations can be brought nearer practical fulfilment.

If you want something in the artistic tradition of a Whitman or a Sandburg, the educational tradition of a Dewey or a Kilpatrick, and the social work tradition of a Toynbee or a Taylor, here is a bit of whole cloth, homespun, rough textured but with a simple, honest design woven with skill and deep sincerity.

—CHARLES E. HENDRY, Coordinator of Research  
Commission on Community Relations of the American Jewish Congress